

USAID/LIBERIA

Fiscal Year 1999 Results Review & Resource Request

April 1997

Part I: Overview and Factors Affecting Program Performance

Political and Security Environment

The Liberian civil war began December 24, 1989, when Charles Taylor's National Patriotic Front of Liberia invaded the country from Cote d'Ivoire to overthrow the Doe government. The roots of the current Liberian conflict can be traced to the system of political, economic and social inequality practiced against the indigenous ethnic groups by the freed slaves from the United States who founded Liberia in 1847. A continuing cycle of violence began with the overthrow of the Americo-Liberian regime and brutal killing of President Tolbert and members of his government in 1980.

Human suffering over the last seven years has been enormous. An estimated 300,000 people, most of them civilians, have been killed, maimed, or orphaned during the course of the war. Approximately 768,000 Liberians are refugees in neighboring countries, an estimated 1.2 million are displaced within the country and thousands have fled to the United States. The war has also destroyed the nation's infrastructure, including schools, clinics, and private dwellings.

Since July 1990, the Economic Community of West African States (ECOWAS) has attempted to negotiate a durable peace in Liberia. The ECOWAS peacekeeping force (ECOMOG), mostly comprised of Nigerian battalions, deployed to Liberia in August 1990 to stop the bloodshed and is the security cornerstone of the peace process. A UN Observer Mission in Liberia (UNOMIL) was established in 1993 to assist ECOMOG monitor the cease-fire and supervise demobilization of combatants.

After six years of war, the leaders of the main warring factions signed a thirteenth peace agreement on August 19, 1995, in Abuja,

Nigeria, known as the Abuja Peace Accord. However, in April 1996, fighting erupted in Monrovia and derailed the peace process. The bloody, fratricidal fighting in Monrovia was accompanied by widespread looting and lasted several weeks. By late May, the fighting was arrested, thanks largely to ECOWAS mediation.

Following a period of intense regional diplomacy, ECOWAS and the faction leaders amended the Abuja Accord (Abuja II) on August 17, 1996. The amended accord named Ruth Perry as Chairman of the Council of State, called for an immediate ceasefire, disarmament and dissolution of the factions by January 31, 1997, and national elections by May 31, 1997. Disarmament began as scheduled on November 22, 1996, with over 28,000 of the estimated 33,000 combatants being disarmed by the end of the process on February 7, 1997.

Ending the Liberian conflict is important to the national interest of the United States. First, the Liberian civil war is the primary threat to West Africa regional stability; its continuance will adversely affect neighboring states while hindering regional economic development. Second, the United States has steadfastly supported ECOWAS' peace process which is consistent with our policy of promoting regional solutions for regional problems. The ECOWAS peace plan, in that it calls for free and fair elections, is also consonant with a primary U.S. policy objective of democratization. Further, the United States and Liberia have enjoyed a unique relationship based on the founding of that West African nation by freed slaves nearly 150 years ago. The United States' relationship with Liberia is our longest with any sub-saharan nation and our continued involvement in Liberia is an important signal of our commitment and interest in Africa.

During the cold war, Liberia was an important, close U.S. ally in Africa. U.S. business interests in Liberia were also significant, including the large Harbel rubber plantation formerly owned by Firestone. If peace and stability return, the country may well become one of Africa's better performing developing states.

Currently, only petty commerce and the non-formal sector show any vibrancy. Food production is down by 70% from pre-war levels. The country's rich natural resources, including rubber trees and other valuable stands, deposits of precious metals and minerals, plentiful rainfall, and rich topsoil, have been exploited by the major warring factions.

Part II: Progress Toward Objectives

During most of the reporting period, delivery of relief efforts were handicapped because of insecurity outside the "safehaven" cities of Monrovia and Buchanan. Following the eruption of fighting in April-May 1996, during which time warring factions looted and destroyed 75% of Monrovia, relief efforts were suspended altogether. Approximately 46% of Monrovia's pre-April 6 population of 1,200,000 were displaced, most of whom congregated in temporary shelters in the U.S. Embassy's residential Greystone Compound, in warehouses, schools, and sites near ECOMOG installations. USAID/BHR/OFDA's Disaster Assistance Response Team (DART), with the remaining international NGO, U.N., and local NGO staff provided food, water and sanitation improvements, and emergency medical care for the displaced populations at Greystone and at other accessible temporary shelter sites.

At the height of the fighting, the United States Government airlifted over 2,000 americans and third-country nationals out of the country to safety.

In June 1996, a group of 12 international NGOs announced a joint-position limiting humanitarian assistance in Liberia to "targeted, minimal, life-saving interventions. At a second meeting in August 1996, an expanded group of 20 NGOs voted to amend the policy guidelines to include "minimal inputs for maximum impact". The change in guidelines allowed for more flexibility at the field level in

determining the most efficient method to meet the immediate emergency needs of war-affected persons.

**Strategic Objective 1: Successful Democratic Transition include
Free and Fair Elections**

Peacebuilding and Elections Assistance

The Liberian civil war, even with all its horrors, offers an opportunity to carry out a political reconstruction process based on the establishment of democracy and good governance. The faction leaders have agreed, and made their agreement explicit in the signing in August 1996 of the revised Abuja Peace Accord, that a democratic national election is to be an integral part of the transition from civil crisis to recovery. The war has exacerbated existing political problems and created new ones. Establishing real democracy and good governance will be a major challenge. To assist in these areas, USAID granted funds to the Carter Center of Emory University (CCEU) and the International Foundation for Election Systems (IFES).

USAID's support includes rebuilding civil society, promoting conflict resolution, mediation, and reconciliation, conducting media campaigns on democracy and human rights, and providing support for elections. Prior the resumption of fighting in April-May 1996, the CCEU made several important contributions to the search for peace and to the beginnings of a democratic transition in Liberia: CCEU officials participated in several negotiating conferences and other aspects of the peace process; a peace-building workshop was conducted in Akosombo, Ghana, that led to the creation of the Liberian Initiative for Peace-Building and Conflict Resolution civic organization; and President Carter has effectively intervened at various levels to promote the peace process.

Funds were granted to IFES in 1994 to assist Liberia hold elections, scheduled for November 1994. Shortly thereafter, the project and

elections were put on hold because of renewed fighting. IFES geared up to open an office in Monrovia in FY 1996 to assist the Liberia Elections Commission, the United Nations, the European Union and others with elections preparations. That plan was thwarted by the violence that broke out in April 1996. IFES has continued to work with the UN, European Union and the Liberians, however, to draw up a plan for the eventual elections. The Abjua II Accord dated August 17, 1996, calls for elections to be held on May 30, 1997. ECOWAS in its meeting on February 15, 1997, re-confirmed the May 1997 elections date.

Peacekeeping

In FY 1996, the USG (State, USAID, DOD) contributed approximately \$40 million (Economic Support Fund, Peacekeeping Operation funds and DOD drawdown authority) in peacekeeping assistance to ECOMOG. Assistance included gear (tents, boots, socks, toiletries) light-weight trucks, U.S. contractor-managed helicopter service for ECOMOG, airlifting of West African troops to Liberia, and training (command and control). In addition to working with ECOWAS, the OAU and UN, the U.S. also continued to work with the International Contact Group on Liberia, which is composed of our key Western allies, to pursue a lasting peace in Liberia.

Strategic Objective 2: Successful Transition from Relief to
Recovery through a Community Reintegration Program

USAID was ready to launch a community revitalization program in early April 1996 as a crucial step in Liberia's recovery, when the factional violence erupted in Monrovia. As security allowed, USAID was able to provide humanitarian and food aid assistance to displaced persons, however.

Since 1990, the US has provided over \$457,000 million in humanitarian and peacekeeping assistance for Liberia.

Contributing agencies include USAID (BHR and AFR) and State/PRM.

Refugees

Hundred of thousands of Liberians have been completely dislocated over the seven-years. The humanitarian assistance provided during the course of the crisis is intended to reduce the dislocation and other suffering resulting from the conflict.

Out of a pre-war population of about 2.7 million, approximately 768,000 Liberian are refugees in neighboring countries, as follows:

Country of Asylum 1/

Cote d'Ivoire	327,000
Guinea	410,000
Ghana	15,000
Nigeria	4,000
Other Countries	<u>12,000</u>
	\$768,000

1/ State Department's Bureau of Population, Refugees, and Migration Liberia Refugee Fact Sheet, dated 1/13/97;

Until recently, countries in the region have been exemplary in providing asylum to Liberian refugees. Since April 1996, however, many countries have been hesitant to accept new refugees, especially those arriving by boat from Monrovia. When fighting broke out in Monrovia in April 1996, both Cote d'Ivoire and Nigeria refused entry to 3,000 refugees aboard a freighter before Ghana finally consented and allowed passengers to disembark. The USG has strongly urged all governments in the region to uphold their commitments to the OAU and UN conventions on refugees, providing asylum to those fleeing war-torn Liberia.

Refugee food aid has been a contentious issue between UNHCR and WFP. Many refugees in the Liberia/Sierra Leone region, have found other sources of income or are agriculturally self-sufficient. Food aid for all is no longer required. BHR/FFP and State/PRM support efforts to better manage scarce food resources, and have advocated that UNHCR and WFP shift away from general ration distribution to targeted feeding of vulnerable groups, including children under five, the elderly, pregnant and lactating women, and new arrivals. The July 1995 UNHCR/WFP Food Assessment mission made a number of recommendations to shift the 1996 food aid program to targeted feeding. Most, if not all, of these recommendations are currently be implemented.

Food and Agriculture 1/

In FY 1996, WFP continued its program of expanded targeted food distribution to displaced shelters in Monrovia with the help of international and local NGOs. WFP, with Save the Children Fund/UK and local NGOs, has also provided for-for-work projects in Monrovia to collect garbage, rehabilitate Spriggs Payne Airfield, construct emergency latrines, and ensure continuous functioning of hospitals, orphanages, the electricity corporation, telephone company, and the White Plains water facility.

In areas outside Monrovia, WFP delivered food by ship and overland convoy to Buchanan, Kakata, Totota, Phoebe Hospital, Gbarnga, Voinjama, and Suehn. In September, WFP trucked food to Tubmanburg to assist severely malnourished inhabitants who previously had been foraging for leaves, wild yams, palm nuts and palm cabbage.

1/ Bureau for Humanitarian Response's Office of U.S. Foreign Disaster Assistance Liberia Situation Report dated September 30, 1996

In early July 1996, representatives of UNHCR, WFP, the European Union, NGOS, BHR/FFP and State's Bureau of Population, Refugees, and Migration (PRM) met in Abidjan to plan for 1997 food assistance to Liberian refugees and internally displaced persons (IDPs). It was decided that assistance should continue the current regional food program that are divided into two sub-regional projects: the Liberia Protracted Relief Operation (PRO) under which IDPs in Liberia;, Liberian refugees in Guinea, Cote d'Ivoire, and Ghana; and Sierra Leone refugees in Liberia are assisted. The Sierra Leone PRO addresses the needs of Sierra Leonean IDPs, Liberian refugees in Sierra Leone, and Sierra Leonean refugees in Guinea.

In July 1996, WFP closed its warehouses and suspended food distribution due to crowds at the Liberia port which swarmed its warehouses and stole food. Following a meeting between the WFP country director, ECOMOG, the national port authority, and national police to improve security, food distribution was resumed.

A nutritional survey of children under five years of age in Monrovia conducted by Action Contre la Faim/France (ACF/F), the Liberia Ministry of Health, UNICEF, United Methodist Committee on Relief (UMCOR) and the U.N. World Health Organization in mid-July 1996. They found high levels of malnutrition in both resident children and displaced children living in camps. Fifteen percent of resident children experienced global malnutrition, while 4% experienced severe malnutrition. Of the displaced children, almost 25% experienced global malnutrition and 7% experienced severe malnutrition. ACF/F and Medecins Sans Frontieres International (MSF/I) set up four therapeutic feeding centers in Monrovia in response to the malnutrition findings.

To combat malnutrition problems, NGOs such as ACF/F, MSF/I, SC/UK, and CARE, implemented three-month programs in four rural areas. The plan included a temporary increase in emergency food distribution to the affected areas, increased monitoring by

both ACF/F and MS/I, expanded therapeutic and supplementary feeding programs for malnourished children, and crop assessments to address insufficient food production.

In FY 1996, Catholic Relief Service (CRS), Lutheran World Relief, the E, WFP, BHR/OFDA, and BHR/FFP implemented an agricultural recovery program, originally planned before fighting began in April. Originally, the program was have to provided about 25 kg of seeds and 25 kg of bulgur wheat per family to some 57,600 families. However, according to CRS, 610 MT of rice seed from Cote d'Ivoire, and 797 MT from Guinea were distributed in Nimba and Bong counties and Bong Mines, Buchanan, and Montserrado counties received 317 MT of seed from Monrovia. In addition, Oxfam was able to distribute 100 MT of seed to Sinoe county before the April crisis.

Water and Sanitation 1/

The European Union delivered enough water treatment chemicals to the White Plains water facility to last until February 1997. Piped water was available for 10 hours a day, excluding Sunday, for those living on Bushrod Island, which holds 25% of the population of Monrovia. The rest of the population depends on dug wells, which are susceptible to pollution, therefore, UNICEF, the International Committee of the Red Cross, and NGOs took steps to disinfect over 5,000 wells.

In the absence of a functioning sewage system, most communities and all shelters depend on ground latrines. During much of the time, most shelter latrines were filled and residents resorted to emergency latrines and the surrounding bush, thus deteriorating already poor sanitary conditions. To make matters worse, a new UNICEF de-sludging truck was looted and two Liberia Water and Sewage Company trucks were severely damaged and stripped of parts during the April fighting. SC/UK managed to recover its garbage trucks and was able to haul away refuse. ACF/F

constructed and rehabilitated latrines in Monrovia, de-sludged latrines in Buchanan, and cleaned and chlorinated wells in Gbarnga and surrounding areas.

Health 1/

In Monrovia, John F. Kennedy, Swede Relief, Redemption, and St. Joseph's Catholic hospitals were operational in FY 1996. One other hospital, ELWA closed following the evacuation of its international staff and the looting of the hospital during the April-May fighting.

Five cholera referral facilities in Monrovia reported a decline in possible cholera cases beginning in mid-August. However, from April to mid-August, referral facilities reported over 5,000 cases of severe diarrhea in Monrovia. Samples were sent to Abidjan and Europe for cholera testing. U.N. agencies NGOs, and government officials established a Cholera Control Committee, with sub-committees to deal with information and education, body disposal, water and sanitation.

Measles cases increased in FY 1996, but not at an alarming rate. The U.N., UNICEF and NGOs administered 18,500 vaccination doses to 5,000 children and 2,500 women from mid-April to July 1. An estimated 25,000 cases of measles were treated through September 1996.

1/ Bureau for Humanitarian Response's Office of U.S. Foreign Disaster Assistance Liberia Situation Report dated September 30, 1996

Although MS/I officially closed its program in Lofa country in April 1996, volunteer community health workers continued to collect weekly medical data which was analyzed by MS/I staff in Guinea and Cote d'Ivoire. In July 1996, similar surveillance networks were established in Nimba, Bong, and upper Margibi countries.

Although mortality rates for children under five years of age improved in Upper Lofa, data from Nimba, Bong, and Upper Margibi showed high mortality rate, attributed to malnutrition and diarrhea. In Upper Margibi, the mortality rate was 22.02% and in Bong county, the rate was 7.9%.

FY 1996 Assistance for Liberia

BHR/OFDA

	<u>Amount</u>
Grant to Africare for resettlement agricultural assistance.....	\$ 532,128
Grant to ACF/F for emergency water, sanitation, and immunizations programs.....	725,275
Grant to CARE for targeted food distribution and food security assessment.....	159,400
Grant to CRS for food distribution and agricultural rehabilitation.....	2,500,000
Grant to Lutheran World Relief for procurement, transport and distribution of seeds and tools...	197,820
Grant amendment to MSF/H for emergency health, nutritional, water and sanitation	500,000
Grant to MSF/B for MSF/I for emergency health, water, sanitation programs in Monrovia.....	109,420
Grant amendment to SCF/UK for emergency sanitation programs in Monrovia.....	146,213
Grant amendment to UNDHA for operational support...	499,138
DART Team Assessment.....	69,769
BHR/OFDA Logistics and Humanitarian supplies.....	164,004
BHR/OFDA Liberia Emergency Disaster Coordinator....	<u>130,000</u>
Total BHR/OFDA	\$5,733,167

BHR/FFP

28,920 MT commodities to CRS.....	\$15,927,400
98,890 MT commodities to WFP	<u>50,917,900</u>
Total BHR/FFP	\$66,845,300

BHR/OTI

Technical Assistance (Reintegration).....	<u>\$76,025</u>
Total BHR/OTI	76,025

USAID/Liberia (Demobilization/Reintegration)

War Affected Youth Support project (UNICEF).....\$ 700,000
Rehab Training and Resettlement (OICI)..... 1,550,000
Total USAID/Liberia \$2,250,000

State/PRM

Refugee Assistance - UNHCR.....\$1,809,005
Total State/PRM \$1,809,005

State/DOD/USAID

Support for ECOMOG.....\$37,100,000
Total Peacekeeping Assistance \$37,100,000

Total FY 1996 USG Assistance \$113,813,497

Part III: Status of USAID/Washington-USAID/Liberia Management Contract

The current USAID program was in response to the human tragedy created by the civil war. U.S. policy and assistance to Liberia has been to seek a return to peace and a democratic government, while simultaneously providing relief for the victims of the war.

During the reporting period, there was no formal management contract between USAID/W and USAID/Liberia. However, USAID/Liberia is currently developing a two-year post-crisis strategy that will be reviewed in USAID/W in April, 1997. Plans are to build on the partnerships already established with international and local private NGOs in Liberia. To consolidate the transition from emergency to recovery, USAID will implement reintegration, rehabilitation and democratization programs.

USAID's strategy for a successful transition to socio-economic recovery and sustainable development will concentrate on reintegrating communities through reviving private sector activities, particularly in agriculture, and fostering democratic processes at both the national and local levels.

Part IV Resource Request - Fiscal Years 1998 and 1999

A) Prioritization of Strategic Objectives

The two-year post-crisis strategy to be reviewed in Washington in late April will propose the following strategic/special objectives, in order of priority for FYs 1997 - 1999:

FY 1997:

- a. SPO1: Creating Favorable Conditions for National Elections**
- b. SO2: Favorable Conditions Created for the Restoration of the Rural Economy**
- c. SO2: Favorable Conditions Created for a Functioning, Participatory Government at National and Local Levels.**

FYs 1998 - 1999:

a. SO2: Favorable Conditions Created for the Restoration of the Rural Economy

**b. SO2: Favorable Conditions Created for a Functioning,
Participatory Government at National and Local Levels.**

The attached tables provide illustrative budgets for FYs 1997 and 1998. The FY 1999 budget request is straightlined, using FY 1998 as the base.

Discussion on the above strategic/special objectives will be made in the mission's strategy to be reviewed in Washington in late April.

FY 97					AID MISSION LIBERIA
					Resource Profile
Special					
Objective :	Creating Favorable Conditions for National Elections				
	OYB	Source	New Request	Implementer	TOTAL
a) Election Assistance	5566			IFES	
	322	ESF	1000		
	5244	DA			
b) CEPPS	1000	ESF		NDI/IRI	
c) Law enforcement &Judicial	2900	ESF			
d) U.N. Trust Fund		ESF	2000	UN	
e) ECOMOG/PAE		ESF	3000	PAE	
Sub-total	9466		6000		15466
Strategic Objective 1:	Favorable Conditions created for the Restoration of the Rural Economy				
	OYB	Source	New Request	Implementer	
a)'Strategic Objective Agreement			1500		
b) Accelerated Tec/voc Trngs.	800	DA		Phelps Stokes	
c) War Affected youth Support	1000	CS		UNICEF	
d) Micro-Projects	1225	DA	1000	UNDP/UNOP S	
e) Capacity Building for Demobilized Soliders		DA	1000	TBD	
g) Humanatarian Assistance/Transition	8200	IDA		OFDA/OTI	
h) Food Security	9000	PL480		FFP	
i) Refugee Assistance	305	PRM/State		PRN/State	
'j) PD&S	475	DA	450	CAII, AED	

H) Civil Society			500	TBD	
Sub-total	21005		4450		25455
TOTAL:					
Strategic					
Objective 2 :	Favorable conditions created for a functioning, participatory government at national and selected local levels.				
	OYB	Source	New Request	Implementer	
a) Strategic Objective Agreement			500		
b)Beneficial Linkages to Civil Society		DA	500	TBD	
Sub-total:			1000		4920
TOTAL:	30471		11450		45841
* \$1.1 Million in previous year ESF will be disbursed by state to UNDHA for Demobilization					

FY 98					AID MISSION LIBERIA
					Resource Profile
Strategic Objective 1:	Favorable Conditions created for the Restoration of the Rural Economy				
	OYB	Source	New Request	Implementer	
a) Accelerated Tec/voc Trngs.					
b) War Affected youth Support	1000	CS		UNICEF	
c) Micro-Projects	2000	DA		UNOPS	
d) Rehabilitation Training and Resettlement	1500	DA		OICI	
e) Humanatarian Assistance/Transition	5000	IDA		OFDA/OTI	
h) Food Aid	72403	PL480		WFP/CRS	
i) Food Security	1000	DA		TBD	
j) PD&S	500	DA		TBD	
Sub-total	83403		0		83403
TOTAL:					
Strategic Objective 2 :					
	Favorable conditions created for a functioning, participatory government at national and selected local levels.				
	OYB	Source	New Request	Implementer	
a) Strategic Objective Agreement	2000	DA		TBD	
1 TA for Public Administration					
2 Civil Society					
Sub-total:	2000		0		2000
TOTAL:	85403		0		85403
* \$1.1 Million in previous year ESF will be disbursed by state to UNDHA for Demobilization					